

better job in our foreign policy apparatus. Senator BIDEN has been a good partner, I believe, with Senator HELMS, as the ranking member on that committee that reported this legislation, in developing this State Department reorganization.

So this is very important legislation which has been a long time coming.

The second part of that bill does provide for the U.N. arrearages, something over \$900 million, I believe. You can still argue about how much really the United States owes to the United Nations. You can still argue that the United Nations doesn't always make the right decision. You can argue back and forth. But it is an agreed-to compromise which will allow the United States to fulfill its commitment in a way that a majority of those directly involved, Republican and Democrat, conservative, moderate, and liberal, feel is a fair way to get this job done.

So that is an important part of this package, not only the reorganization of the State Department, which will be of tremendous benefit, I believe, in the next few months and years of this administration and of future administrations, but then you add to that that we are finally addressing this question of U.N. arrearage. That is very important.

There is also included in this bill language that maybe nobody is totally happy with but language dealing with the so-called Mexico City issue, which is language that would have some restraints on lobbying other governments and organizations with taxpayers' dollars to promote the changing of laws to provide for abortions or to deal with the abortion issue. It is an issue that we have been tangled with for years. I am not diminishing it by putting it that way, but it is just something that we have been trying to find a fix to. There is no easy answer. You have passionate people on both sides of the issue. And I have clearly been on one side of the issue forever. I don't think that taxpayers' dollars should be used to promote abortion. Does anybody want to question JESSE HELMS on this issue? Anybody? No.

Now, the others who are on the other side of the issue, such as Senator BIDEN, they argue very strongly. They have been consistent on the other side. This is a compromise. This is a part of the package. This is a way to deal with three very important issues in this package. It has been agreed to reluctantly, but now I think with understanding and vigor, by the Senators who are involved directly with this legislation.

So I urge my colleagues to think about it, recognize that you may not like one piece of the three or maybe two of the three, but what is the alternative? Are we never going to reorganize the State Department? Are we never going to deal with the U.N. arrearage issue? Is the abortion issue going to be involved with U.N. arrearage, State Department reorganization, IMF, appropriations bills? How long

will this go on this year? This is the solution. So I urge my colleagues to support this legislation.

I caution the administration and urge them to stop lobbying against this legislation, their bill. I have expressed this to the Secretary of State, in which I said, "Madam Secretary, this is the last train out of Dodge on the U.N. arrearage." Now, I don't believe it will happen—if this bill doesn't pass the Senate and if this bill is not signed by the President, then the U.N. issue is probably dead for the year.

Am I advocating that? Am I defending it? No. I am just stating a fact. I don't see how you do it. Senator HELMS and Senator BIDEN have reluctantly agreed to this process, but it is the only process, I believe, that will allow us to deal with these three difficult, complicated, but important issues.

So I hope the Senate will have a good debate today and will think about it. I don't think anybody is going to be surprised by what is in here. We do not need a lot of pontificating on either side of the aisle. You are for or against State Department reauthorization. You are for or against the U.N. arrearage issue. And you may be for or against the abortion issue. But this is a reasonable solution, and I hope it will pass when we vote on it Tuesday at 2:25.

Mr. President, I yield the floor.

BILL PLACED ON THE CALENDAR— S. 1981

Mr. LOTT. Mr. President, before I yield the floor, I understand there is a bill at the desk that is due for a second reading.

The PRESIDING OFFICER. The clerk will report.

The legislative clerk read as follows:

A bill (S. 1981) to preserve the balance of rights between employers, employees and labor organizations which is fundamental to our system of collective bargaining while preserving the rights of workers to organize, or otherwise engage in concerted activities protected under the National Labor Relations Act.

Mr. LOTT. I object to further proceedings on this matter at this time, Mr. President.

The PRESIDING OFFICER. The bill will be placed on the calendar.

RESERVATION OF LEADER TIME

The PRESIDING OFFICER. Under the previous order, the leadership time is reserved.

FOREIGN AFFAIRS REFORM AND RESTRUCTURING ACT—CONFERENCE REPORT

The PRESIDING OFFICER. Under the previous order, the Senate will now proceed to consideration of a report of the committee of conference on the bill (H.R. 1757) to consolidate international affairs agencies, to authorize appropriations for the Department of State

and related agencies for fiscal years 1998 and 1999, and for other purposes, which the clerk will report.

The legislative clerk read as follows:

The committee on conference on the disagreeing votes of the two Houses on the amendment of the Senate to the bill (H.R. 1757), have agreed to recommend and do recommend to their respective Houses this report, signed by majority of the conferees.

The Senate proceeded to the consideration of the conference report.

(The conference report is printed in the House proceedings of the RECORD of March 10, 1998.)

The PRESIDING OFFICER. There will now be 6 hours of debate equally divided in the usual form. The Senator from North Carolina is recognized.

Mr. HELMS. I thank the distinguished occupant of the chair, who is a valued member of the Senate Foreign Relations Committee. I say good morning to him, and all the others who are here this morning.

Mr. President, back in the middle of the 20th century—and when I say that I sound like I'm talking about a long time ago—Congress created a number of temporary, independent federal agencies. I think it was a bad mistake. If I had been here, I would not have voted to do that, having the hindsight that I have. But, of course, members of Congress did not have the hindsight. They had just gone through, not too many years earlier, a horrible World War and were trying to get this Government stabilized, trying to help get the rest of the world stabilized. This seemed like a good idea, to create these specialized, independent Federal agencies.

Ronald Reagan, when he was President, had to deal with what these independent agencies had become—and they did grow mighty independent. He would say, "There is nothing so near eternal life as a temporary Federal agency."

I read the other day that the responsibilities of just one of these agencies is duplicated by about 42 other entities in the Federal Government. And of course the cost of running the U.S. bureaucracy has risen constantly. Furthermore, there is what has become an interesting psychology among those who not only run these agencies but are employed by them. The agencies have become the personal little fiefdoms of these bureaucrats, and they fight tenaciously at any attempt to do away with their turf or, as this conference report proposes to do, to mesh these agencies with the rest of the State Department foreign policy apparatus. In order to pass this legislation, we have gone through a great deal of difficulty, but turf protection is only one of the difficulties. Let me proceed, if I may, to give some further historical reference, with an assessment of the situation that now exists.

Of course, we have before us as the pending official business the Foreign Affairs Reform and Restructuring Act of 1998, which I believe, it is fair to say, is the most comprehensive and far-